

HOME OFFICE  
AND  
SCOTTISH HOME AND HEALTH DEPARTMENT

# The Organisation of Work for Prisoners

*Report of the Advisory Council on  
the Employment of Prisoners*

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# THE ORGANISATION OF WORK FOR PRISONERS

## *The Third Report of the Advisory Council on the Employment of Prisoners*

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# The Organisation of Work for Prisoners

## Report of the Advisory Council on the Employment of Prisoners

To :

The Right Hon. Henry Brooke, M.P., *Her Majesty's Principal Secretary of State for the Home Department.*

The Right Hon. Michael Noble, M.P., *Her Majesty's Principal Secretary of State for Scotland.*

### I. Introduction

1. Following the conclusion of our initial studies of the employment of prisoners and borstal inmates,\* we decided that the time was ripe for us to consider making recommendations about the general organisation of work in penal establishments. In order to supplement our previous experience, we made special studies of a number of representative central and regional prisons. These, unlike the general local prisons, have not been allowed to become overcrowded; they do not normally suffer from a shortage of staff or of space; and they are not subject to such a rapid turnover of prisoners as occurs in local prisons. Our studies of central and regional prisoners have therefore helped us to reach conclusions about what steps are both necessary and practicable in prisons not suffering from the special—and, we hope, temporary—difficulties to be found in local prisons; and hence to make recommendations which in our view should be carried out in all prisons in England, Wales and Scotland, and in the general organisation of work for prisoners.

2. There are good reasons for hoping that these difficulties in local prisons are only temporary. Since the beginning of 1963 the number of prisoners has changed little. It is still too soon to be confident that the constant rise since 1956 has been permanently halted, but there is justification for optimism. If the prison population rises no more during the next five years, the building programme is expected to progress sufficiently during that period to abolish the overcrowding of local prisons. (Overcrowding is normally defined as insufficient cells to enable every prisoner to have one to himself, but in our judgment overcrowding must also be defined with respect to working space, and we would like to stress that the problem of overcrowding has not been solved until there is adequate working space). The recruitment of prison officers is also progressing very well. It is possible, therefore, that,

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\* "Work for Prisoners" and "Work and Vocational Training in Borstals (England and Wales)".

if adequate workshop accommodation is provided, in about five years the major non-industrial impediments to the satisfactory employment of prisoners will have been removed. We shall still have the legacy of old prisons, but there will be many new ones and it ought then to be possible to begin renovating or completely rebuilding the old ones. There is thus every encouragement to plan now an industrial organisation which will play a worthy part in the future penal system, and to implement as much of that plan as soon as possible and wherever possible.

3. In June, 1963, our Chairman and Secretary paid a visit to Sweden for a short fact-finding tour of inspection of representative Swedish prisons. The information obtained provided further encouragement in that it showed beyond doubt that the organisation and operation of prison industries in an effective and economic way is a practicable proposition.

4. In this report we recommend what should be the essential features of a system which will provide satisfactory employment for prisoners and borstal inmates. References to prisons and prisoners should be read as including borstals and borstal inmates also. Our recommendations apply equally to England and Wales and to Scotland, except where the context provides otherwise.

5. We have not thought it necessary to repeat here the principles which we suggested in our first report should govern the provision of work for prisoners. We still, however, believe those principles to be sound. In general, this report should be regarded as an amplification of our first report.

6. Since the publication of our last report we have been glad to welcome the appointment to the Council of Mr. Norman Leyland and Mr. W. J. Mill Irving.

## II. Supply of work

7. Swedish experience has confirmed the view expressed in our first report that, for the majority of prisoners, the most suitable work is that which is generally known in industry as unskilled or semi-skilled repetitive work. The first question we wish to consider is how an adequate supply of such work can be obtained.

8. The simplest and best single answer to this question is the ordinary commercial one: prison industries should establish a reputation for producing articles of good quality at the right time and at the right price. In other words, industrial efficiency is the key to the whole problem. It is also essential if work is to have its full training value and if proper use is to be made of the prison labour force. Most of this report is concerned with ways of improving efficiency, but we will first deal with other aspects of the supply of work.

9. There is no reason to depart from the view expressed in our first report that the main sources of orders, apart from the Prison Service itself, should be other government departments. Here there is the danger of a vicious circle; we understand that other departments have been reluctant, because of the past inability of prison industries to make high quality articles and keep to delivery dates, to entrust them with large-scale orders for such

articles ; and this reluctance has made it difficult to organise prison industries to meet such demands. Moreover, many of the orders are too diverse and small to enable efficient production runs to be set up.

10. It should not, however, be difficult to break this vicious circle, given the will at a high level to do so. During the past few years prison industries have produced evidence of their capacity for better quality work. What seems to be needed is an agreement between the Home Office, the Scottish Office and the purchasing departments whereby the Home Office and the Scottish Office develop the necessary industrial organisation for producing the goods required by the purchasing departments, while the purchasing departments undertake to give prison industries a fair trial. This is simple and obvious, but it means breaking with existing practices and needs support at a high level in the first place. If such an agreement can be reached, and if prison industries are made really efficient, there should be no subsequent difficulty in persuading purchasing departments to give orders.

11. The Swedes have shown that, granted certain conditions, prison industries can successfully enter the open market. The first condition (apart from the all-pervading need for efficiency) is that there must be co-operation and understanding on the part of both sides of industry outside prisons. This in turn involves a general acceptance that it is right and necessary that prisoners should be engaged on useful, productive work, and satisfactory assurances that prison industries will compete fairly and will make a helpful, not a disruptive, impact on the national economy. We do not consider that there is any reason to fear competition by prison industries, however much they are developed. As we pointed out in paragraph 40 of our first report, the prison labour force represents only about 0·1 per cent. of the working population of the country and less than one half of the prisoners are employed in manufacturing industry. We strongly urge, however, that the Government should explain their plans clearly to both sides of industry and seek their co-operation.

12. The second main conclusion is that prison industries should study the market in exactly the same way as an industrial firm would do. There should be no hesitation in using modern market research techniques and employing specialist firms for this purpose where necessary.

13. Finally, it is of the highest importance that, whatever the source of the work, the orders should be large enough to justify production on a reasonably large scale ; and, as far as possible, there should be the prospect of continuity of demand, subject to satisfactory execution of the orders.

### III. Rationalisation of industries

14. Prison industries have "just grown". They have apparently evolved under pressure of circumstances, and there is a strong case for reviewing them. We suggest that a review should take account of the following factors :—

- (a) The pattern of penal establishments is changing and will, one hopes, change more rapidly still as new prisons become available and overcrowding is progressively reduced. Unsatisfactory prison industries

that have to be tolerated now must be replaced as time goes on. Other industries need to be expanded to take the displaced labour.

- (b) If much more work is provided by purchasing departments (and perhaps undertaken for the open market), the pattern of industries will need to be modified in accordance with the type of work available.
- (c) As between different industries, all providing work equally suitable for prisoners, a choice ought to be made on economic grounds. Other things being equal, it is desirable to concentrate on the most profitable industries. There is, however, a good case for employing prisoners on certain types of socially beneficial work which, for the very reason that they are uneconomic, might never otherwise be done.
- (d) Whereas industrial work of the type we have recommended will be suitable for a large proportion of the prison population, there will always be a minority who need light work, open-air work, very simple work, or work that can be done in cells. This may involve running some workshops at a deliberately lower standard of efficiency (e.g., by way of less mechanisation) in order to provide suitable employment for prisoners incapable of maintaining a good tempo of work in other workshops.
- (e) The number of different industries should be kept as small as possible. With fewer industries the problems of management will be simplified and the advantages of large scale production will be enjoyed. Different industries should provide mutual assistance wherever it is economic to do so. Thus an engineering industry might supply metal parts for a woodwork industry making furniture.

15. It follows that there should be a readiness to dispense with industries that do not qualify as desirable in the light of these considerations. It is not necessary that an industry should be continued merely because it supplies the needs of the Prison Service. Concentration on the large scale production of articles which prison industries are best fitted to manufacture necessarily involves a readiness to buy other goods from private industry. This could be part of the understanding reached with industry generally.

#### IV. Workshop organisation

16. We list below the essentials for well run prison workshops as a preliminary to considering how central management should be organised to achieve efficiency. Most of these essentials are already well recognised as such. They need no further justification and many are to be found in the best prison workshops. They are as follows:—

- (a) A constant flow of orders.
- (b) A constant flow of raw materials and adequate storage space for working stock.
- (c) Efficient storage, stock control and disposal arrangements for finished goods.

- (d) Workshop buildings which are well suited in design and construction to the industries they contain, and which provide good working conditions (e.g., adequate space, lighting, heating and ventilation).
- (e) Workshop lay-out planned for maximum efficiency.
- (f) Suitable, well maintained and up-to-date machinery. (This is necessary, not only in the interests of efficiency, but also to simplify job training.)
- (g) The most efficient production methods.
- (h) Maintenance of a good tempo of work.
- (j) Efficient job training separated from production.
- (k) Normal industrial working hours with interruptions for prison purposes eliminated as far as possible.
- (l) Minimum changes of labour. (The simpler and the better organised the work, the less important this is, but it is still important from the point of view of getting prisoners used to keeping at the same job.)
- (m) A real industrial atmosphere. (This is to be achieved, not only by attention to the matters mentioned above, but also by the absence, wherever this is practicable, of obvious security measures, e.g., uniformed officers and instructors, and by the introduction of all the incidental practices common in industry outside, such as clocking-in, changing into working clothes, proper arrangements for tea breaks, etc.)

## V. Central management

17. It is clear that central management is faced with a very big task. It is not merely a matter of managing a single, homogeneous industry. Though we believe that the number of different industries should be reduced, as far as can be foreseen, it will be neither practicable nor desirable to maintain only one prison industry.

18. This highly diversified industrial complex must have the same structure and calibre of management as would be found in an efficient industrial firm. If industrial efficiency is really the aim, there is no escaping this obvious conclusion. From what we have seen recently in central and regional prisons, it is evident that the present management does a remarkably good job in prisons not bedevilled by overcrowding, shortages of workshop space, etc. But the organisation itself lacks certain features which are essential to the management of this industrial complex. These seem to us to be—

- (a) a system of work measurement and costing (including labour cost control);
- (b) more attention to general planning and development and work and method studies;
- (c) specialist management of most of the different industries; and
- (d) use of outside expertise.

19. One of the most important of the above mentioned four deficiencies is the lack of a system of work measurement and costing. At present there is no means of obtaining precise information about real industrial costs, either generally or in respect of individual industries or workshops. We strongly suspect that some workshops, especially those engaged in the manufacture of small numbers of miscellaneous goods, are operating on a thoroughly uneconomic basis.

20. A work measurement and costing system would provide information about what products prison industries were best fitted to manufacture. This is clearly vital to general planning and negotiations for orders for work. Such a system would also reveal what progress was being made in improving efficiency, and what was the relative efficiency of different workshops. It would thus become possible to locate the less efficient sections of the industries, and to investigate and correct the causes of the trouble. Every industrial manager and instructor would know how efficient were the workshops under his care, and would have a strong incentive to maintain efficiency or to draw attention to defects not under his control. And the same would apply to all levels of management.

21. A costing system would also enable a comparison to be made between total industrial costs and the value of the products. Whatever the result, whether there was a surplus or a deficit, the true facts would be highly relevant to the consideration of general penal policy, and resources to be allotted to prison industries and the pay that prisoners should receive.

22. As regards general planning and development, we have given our views in paragraphs 14 and 15 about what needs to be done. Our impression is that at present insufficient attention can be given to long term planning and the promotion of new developments owing to the demands of day-to-day management. In these circumstances it is very difficult to make real progress. This will be referred to again under the heading, "Industrial Staff".

23. Of all the different prison industries, only a very few, e.g. printing and weaving, are under the control of specialist supervisors. However adequate this may have been in the past, it is difficult to believe that the major industries, such as woodworking, can be expanded and brought up to a high pitch of efficiency unless there is in charge of each a manager with extensive experience in that industry.

24. Our final point as regards central management is that much more use should be made of specialist industrial services outside the Home Office and Scottish Office in the development of prison industries. We are aware that outside advice is often sought already. For example, such advice is being obtained as regards finishing processes for the products of the wood-work industry at Sudbury prison. But we would like to see this practice taken much further. Nowadays industry does not hesitate to employ firms of consultants who specialise in various techniques, and in our view prison industries would greatly benefit by following suit. We understand that the Swedish authorities have employed consultants to replan the layout of a large prison workshop and that this has resulted in a very big increase



in production. They have also employed a firm specialising in market research. This is normal industrial practice. If it pays private industry to spend money on such services, it is worth the while of prison industries to do so.

## VI. Industrial staff

25. We now turn to the question whether prison industries are adequately staffed for the purpose of the developments outlined above, and whether the staff are suitably trained for their tasks.

26. We wish to make it clear that we are neither stating nor implying any criticism of the present senior industrial staff. On the contrary, we should like to record our admiration for what they have achieved in recent years within the limits set by the frame-work of the existing organisation.

27. As we see it, however, there is a very big task of industrial development which must be performed if prison industries are to be made much more efficient. We suggest that a man with wide experience of management in really progressive industry is needed to take charge of the necessary development. The extent of his responsibilities and his position in the headquarters organisation are matters requiring very careful consideration. It might be helpful to call in the services of expert consultants to advise on development and on the most suitable management organisation for carrying this out.

28. As regards other headquarters staff, it has already been suggested (paragraph 23) that a suitably qualified man should be appointed to take charge of the technical management of each major prison industry. Other suggestions in this connection are that there should be a properly staffed section to run a costing system, headed by an experienced cost accountant, and that a work study section should be established for efficient industrial development. The importance of maintaining technical supervision at a high level would justify the establishment of a small training or education section, whose function it would be, in collaboration with management, to organise appropriate training courses, such as those referred to in paragraph 30 below.

29. We are not completely satisfied that the number and qualifications of the existing industrial staff of prisons are adequate for the present task, and we believe that the development of prison industries will require more, and perhaps more highly qualified staff with appropriate remuneration. We recommend that the most careful consideration be given to this, since without competent and enthusiastic local management any efforts to raise efficiency will inevitably fail.

30. Following the recommendation in our first report, T.W.I. courses for instructors have now begun. This is all to the good, but instructors who have spent some years in the Prison Service also need periodical refresher training in outside industry in order to keep them fully in touch with new technical developments, and to remind them of the atmosphere and tempo of modern industry. Attendance at trade exhibitions, reading trade journals and paying one day visits to factories are not enough.

## VII. Prisoners' pay

31. We are convinced that adequate pay incentives are of great importance in prison industries. As the industries become more highly organised, pay will become even more important. In the new Swedish prisons trouble in the workshops is almost unknown. (Were it otherwise, the highly organised industries would be seriously disrupted.) While this is no doubt due in part to the exclusion from these workshops of prisoners who are constitutionally incapable of behaving themselves and working reasonably well, the Swedish authorities consider that the main factor is the higher pay which prisoners can earn there. It is a valued privilege to work in these workshops.

32. Prisoners' pay can be considered (a) purely as pocket money for spending in prison, (b) as pocket money plus an additional amount for compulsory savings, and (c) on the level of full wages.

33. In our first report we deliberately, for the time being, confined our study to pay as pocket money. There is clearly a limit to the amounts which prisoners ought to be allowed to spend in prison. A reasonable relationship ought to be maintained between prisoners' pocket money and the pocket money allowed to people who, through no fault of their own, are dependent on national assistance. We are not satisfied, however, that the recommendations in our first report have been fully implemented. In particular, we consider that both piece rates and flat rates should be reviewed in order to raise the general level of prisoners' earnings.

34. We have not been able to give detailed consideration to the question of increasing prisoners' pay to a level which permits compulsory savings, but it seems to us that this would provide a much higher incentive than mere pocket money, and would help to give prisoners a start in life on discharge. It would surely be much better if discharged prisoners became entitled to money they had earned themselves, instead of being subsidised by the social services out of the tax-payers' pockets. Arrangements for compulsory savings out of higher pay might, therefore, be considered in connection with better after-care services. We are not recommending any precise rates of pay for this purpose, but it is of interest that in Sweden many prisoners are paid amounts equivalent to £2 to £3 a week.

35. The question of paying prisoners full wages is still more complicated and we have not so far tried to reach any conclusions on the advantages and disadvantages of this. It does, however, seem clear that any proposal to pay prisoners substantially higher amounts than at present is justifiable only if it is established that the value of the prisoners' work would support such payments. We are not aware that anyone advocates paying prisoners for work they do not do. In our view, therefore, it is impracticable to pay them full wages before the introduction of a really efficient organisation for the employment of prisoners, including a proper costing and accounting system.

## VIII. Non-Industrial work

36. So far this report has dealt only with production work in workshops. This is clearly the most important type of employment for prisoners, but it must not be forgotten that there will always be a substantial number engaged on other work. In 1962, out of over 26,000 inmates of all kinds of penal establishments in England and Wales who were available for useful work (i.e., excluding the non-effectives and the vocational trainees), 8,000 were employed on domestic work, 3,000 on building and maintenance work and 1,500 on farming work.

37. The principle which should govern the employment of all prisoners is that each one should be fully employed on well organised, useful work for a normal working day. In order to implement this it is necessary to examine the economics of all the work since uneconomic employment will seldom be good training.

38. At present, many prisoners are allocated to non-industrial work without any precise assessment of what tasks are essential, how many men are needed to perform them and how the work can be most efficiently organised. Manpower is therefore liable to be wasted and, if prisoners are under-employed on inefficiently organised work, it will have little or no training value. This was excusable against the background of general under-employment among prisoners, but it ought not to be tolerated in the future—nor, for that matter, ought it to be tolerated now in prisons where there is an adequate amount of suitable work.

39. There are three main steps to be taken. The first is that it should be determined what and how much work is essential to the orderly and decent running of an establishment. Domestic work, such as cleaning and gardening, can easily be overdone when there are no economic or other controlling factors. If the minimum necessary work is known, there needs to be a special justification for doing more.

40. Secondly, the cost of employing prisoners on domestic duties and building and maintenance work should be assessed. Just as there is a tradition that prison industries should meet all the demands of the Prison Service, so there is a tradition that all the services should be operated with prison labour. In particular cases this may or may not be the most economical way of getting the work done, and it may or may not involve suitable work for prisoners. For example, there may be a case for having certain building and maintenance work done by contract. If the cost of employing prisoners on the work is known, an informed decision can be taken on whether any non-economic reasons there may be for doing the work with prison labour are strong enough to outweigh the disadvantages of the inefficient employment of prisoners.

41. Thirdly, when the extent of the work to be done by prisoners has been determined, the number of prisoners who can be fully and efficiently

employed on the work should be calculated. This should be followed by research and investigation into the most efficient methods and machinery available.

42. It is suggested, therefore, that the employment of prisoners on non-industrial work should be governed by the same considerations as should govern employment in the workshops. It is just as important that the domestic workers, the members of the works parties, and so on, should be efficiently employed on a full day's work as it is in the case of the industrial workers. These suggestions do, of course, amount to a radical departure from existing practice and would involve management in a great deal more work; but we believe it would be well worth while.

43. We have stated what we consider should be the aims. We do not suppose that they can be completely fulfilled, everywhere and all the time. No outside industry, however efficient, succeeds in employing the whole of its labour force with complete and unvarying efficiency; and in penal establishments there are bound to be still greater difficulties. But these are not so formidable as to warrant making no effort to achieve the ideal.

## IX. Suggested programme of development

44. It seems to us that the most urgent first step is to create a satisfactory industrial organisation at headquarters capable of carrying out the management tasks we have suggested above. Until this has been done there is little prospect of substantial improvement on the ground.

45. We have considered whether early efforts should be directed towards a general improvement in all prisons, or whether certain prisons—and if so, which—should be selected for special development. We are very conscious of the grave deficiencies in the employment of prisoners in local prisons, and, other things being equal, it would clearly be right to improve them first. There are, however, serious obstacles—gross overcrowding, old, unsuitable buildings, a shortage of prison officers—to making rapid progress in local prisons, and while it is clearly necessary to make great efforts to remove these obstacles as soon as possible, we do not think that improvements in central and regional prisons should be delayed until local prisons are ready for a substantial advance.

46. Moreover, we believe that there would be great psychological advantages in bringing one or two prisons up to the desired standards at the earliest possible time. We are quite convinced that these standards are attainable, but this needs to be demonstrated on the ground to all concerned so as to stimulate a drive to apply the same standards generally. There may be a danger that one or two “good” prisons will become mere show-pieces, which would be used as excuses for the absence of a general improvement, but in our view they would rather generate increased pressure for an all round effort.

47. It is suggested, therefore, that at least one central or regional prison in England and Wales and one similar prison in Scotland should be selected for the early application of the measures recommended in this report. Since

some of these prisons, as regards their industries at least, seem already to have achieved a respectable standard of efficiency, it would require no great or lengthy effort to bring them up to higher standards, provided that central management was equipped to play its part. It may well be that even this effort would reveal unsuspected problems because these are penal establishments, and not mere factories, and this is an additional argument for making a start with one or two prisons only. A pilot experiment can save much time and trouble later.

48. This does not mean, however, that nothing need be done in the meantime in other central and regional prisons or in local prisons. A number of our recommendations could be carried out in central and regional prisons without waiting for the results of the pilot experiments, and we recommend that a study be made of one of the large local prisons, such as Wandsworth, to ascertain how far its population ought to be reduced in order, not only to provide every prisoner with a cell to himself, but also to provide enough accommodation for the satisfactory employment of every prisoner. Thus it might well be found that some cellular accommodation ought to be converted into stores or workshops, and that the elimination of overcrowding really involved reducing the population to a level below that of the number of cells. The results of such a study would be invaluable to the future planning of the penal system.

49. At the same time early practical steps should be taken to improve employment in local prisons. We were glad to hear that detailed plans are in hand to raise working hours in local prisons up to a minimum of 30 hours a week in the first place where this has not already been achieved. The speed of progress will be limited only by the rate at which additional prison officers become available, together with quarters in which to house them. Plans are being made to obtain the extra work that will be needed, and additional workshops will also be provided. We strongly recommend that these plans be carried out with all possible speed. Finally, there is the prospect, to which attention was drawn at the beginning of this report, not only of removing the surplus population of local prisons, but also of renovating or rebuilding the accommodation. There is every reason to hope, therefore, that the plans outlined above can in the foreseeable future be applied to all prisons.

50. We are fully aware that the recommendations we have made in this report will entail a considerable increase in expenditure. We envisage more capital equipment, an expansion of management staff and higher pay for prisoners. Until detailed plans have been made for carrying out our general recommendations and, in particular, a costing and accounting system has been introduced, it will not be possible to estimate the additional expenditure and—what is more important—to assess it in relation to the existing capital investment, the running costs and the value of the product. We wish in conclusion to make clear, however, our conviction that on economic grounds alone the additional expenditure will justify itself. At present the prison labour force is a much under-employed unit. We recommend that it should be fully used, in the interests of the whole country as well as of the prisoners themselves.

## X. Summary of recommendations

### (1) *INTRODUCTION (SECTION I)*

The time has come to make and implement a general plan for the satisfactory employment of prisoners based on the general principles stated in the Council's first report, and providing for really efficient prison industries.

### (2) *SUPPLY OF WORK (SECTION II)*

An agreement should be sought between the Home Office, the Scottish Office and the purchasing departments whereby prison industries would be developed to meet more of the needs of the purchasing departments on the understanding that prison industries would be given a fair trial.

The Government should make a frank approach to both sides of industry, explaining the proposed development of prison industries and inviting the co-operation of outside industry generally, and especially as regard ways in which prison industries might enter the open market.

### (3) *RATIONALISATION OF INDUSTRIES (SECTION III)*

Prison industries should be reviewed in the light of changing conditions, the future pattern of the penal system, the availability of more work from purchasing departments and other sources, the need to improve efficiency, and the need to provide suitable work for every type of prisoner. It should no longer be regarded as necessary to retain a prison industry merely because it supplies the needs of the Prison Service.

### (4) *WORKSHOP ORGANISATION (SECTION IV)*

In this Section are listed the essentials for well run prison workshops.

### (5) *CENTRAL MANAGEMENT (SECTION V)*

The central management of prison industries, which is faced with a very big task of development, should have the same structure as would be found in an efficient industrial firm. In particular, the following deficiencies should be remedied :—

- (a) the lack of a system of work measurement and costing (including labour cost control) ;
- (b) insufficient attention to general planning and development ;
- (c) insufficient specialist management of most of the different industries ;  
and
- (d) insufficient use of outside expertise.

### (6) *INDUSTRIAL STAFF (SECTION VI)*

The nature and scale of the proposed industrial developments require the appointment of a man with wide experience of management in really progressive industry to take charge of these developments.

A suitably qualified man should be appointed to take charge of the technical management of each major prison industry.

A properly staffed section will be needed to run a costing system.

The number of qualifications of the existing industrial staff of prisons and borstals should be reviewed in the light of their responsibilities when the proposed industrial developments have been carried out.

#### (7) PRISONERS' PAY (SECTION VII)

The present prisoners' earnings scheme should provide for the general level of earnings recommended in the Council's first report, and flat rate payments should be operated under more flexible arrangements.

Consideration should be given to increasing prisoners' pay so as to provide for compulsory savings. For the present, that is, until the employment of prisoners has been organised on much more efficient lines, the payment of normal wages to prisoners would not be justified.

#### (8) NON-INDUSTRIAL WORK (SECTION VIII)

The present, somewhat haphazard arrangements for allocating prisoners to non-industrial work should be replaced by a system based on a precise assessment of what tasks are essential, how many prisoners are needed to perform them, and how the work can be most efficiently organised.

#### (9) SUGGESTED PROGRAMME OF DEVELOPMENT (SECTION IX)

The most urgent task is to create a satisfactory industrial organisation at headquarters.

At least one central or regional prison in England and Wales and one similar prison in Scotland should be selected for a pilot experiment in bringing the employment of the prisoners up to a high level of efficiency.

Measures to improve efficiency at other central and regional prisons should be introduced forthwith wherever this is possible without anticipating the results of the pilot experiments.

Every effort to improve efficiency in the local prisons should be made in spite of the familiar difficulties. The existing plans to increase prisoners' working hours should be carried out as quickly as possible. A study of a local prison should be made with a view to ascertaining the maximum number it would hold on the assumption that all the prisoners there were satisfactorily employed.

Signed on behalf of the Council

G. W. ANSON (*Chairman*).

G. EMERSON (*Secretary*).

November, 1963.